

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2020-0287 TO
PLANNED UNIT DEVELOPMENT

JULY 23, 2020

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2020-0287** to Planned Unit Development.

Location: 6100 Greenland Road and 6046 Greenland Road
Between Greenland Chase Boulevard and Greenada Drive

Real Estate Numbers: Portion of 157125-0000 and 157134-0000

Current Zoning Districts: Industrial Light (IL)
Industrial Business Park (IBP)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Light Industrial (LI)

Proposed Land Use Category: Medium Density Residential (MDR)

Planning District: 3-Southeast

Applicant/Agent: Thomas O. Ingram, Esq.
Sodl and Ingram, PLLC
233 E. Bay Street, Suite 113
Jacksonville, Florida 32202

Owner: E.J. Gaiennie
Greenland Commerce, LLC
6817 Southpoint Parkway
Jacksonville, Florida 32216

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development **2020-0287** seeks to rezone approximately 13.61± acres of land from Industrial Light (IL) and Industrial Business Park (IBP) to Planned Unit Development (PUD). The rezoning is sought to allow for a maximum of 136 townhome units.

The need for the PUD arises out of the current zoning district's restriction on multi-family dwellings and parking requirements. Rather, the proposed PUD would allow for specialized parking requirements, clarification regarding setbacks, and the elimination of certain uses (e.g., churches, golf course, and country clubs) generally permitted under RMD-TNH—the conventional zoning district alternative.

There is also companion Large Scale Land Use Amendment L-5420-19A (**Ordinance 2020-0286**) that seeks to amend the land use on the property from Light Industrial (LI) to Medium Density Residential (MDR).

A portion of the subject property was previously rezoned from Residential Single Family-F (RSF-F) [later renamed RLD-60] to Industrial, Light and Warehouse (ILW) [later renamed IL] by City Council on October 10, 1989 via **Ordinance 1989-0743**. Another portion of the subject property was also rezoned from Open Rural (OR) [later renamed AGR] to Industrial Business Park-2 (IBP-2) [later renamed IBP] by City Council on July 14, 1992 via **Ordinance 1990-0433**.

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

STANDARDS, CRITERIA AND FINDINGS

Pursuant to the provisions of Section 656.131 (c) of the Zoning Code, the Planning Commission shall grant an exception only if it finds from a preponderance of the evidence that the exception meets, to the extent applicable, the following standards and criteria:

(A) Is the proposed zoning district consistent with the 2030 Comprehensive Plan?

Yes. In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the Planning and Development Department finds that with the approval of companion Small Scale Land Use Amendment L-5420-19A (**Ordinance 2020-0286**), the subject property will be located in the Medium Density Residential (MDR) functional land use category according to the Future Land Use Map series (FLUMs) adopted as part of the 2030 Comprehensive Plan.

The subject site is located on the south side of Greenland Road, which is classified as a collector roadway. The site is currently located within the LI land use category, within the Suburban Development Area. This rezoning application is companion to land use application L-5420-19A, which seeks to amend the Future Land Use Map for the subject site from the LI land use category to the MDR category. MDR in the Suburban Area is intended to provide compact low to medium density mixed use development. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. Multi-family and single-family

dwellings are the predominant development typology in this category. The maximum gross density in the Suburban Area shall be 20 units per acre, and the minimum gross density shall generally be greater than seven (7) units per acre. The proposed PUD site plan shows 24 buildings for a total of 136 units; this is consistent with the density allowed under the MDR land use category.

The subject site is not within any flood zone, wetland or Coastal High Hazard Area (CHHA).

Therefore, Staff finds the proposed rezoning to be consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Zoning Code.

(B) Does the proposed rezoning further the goals, objectives and policies of the 2030 Comprehensive Plan?

This proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

Future Land Use Element (FLUE):

Policy 1.2.9

Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area may be permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

In reference to the attached JEA Availability Letter, **2019-3785**, the proposed development shall connect to City water and sewer.

Objective 3.1

Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

The proposed rezoning at the subject site would directly address the projected growth in the immediate area by providing for a greater variety of housing options for local citizens.

Objective 6.3

The City shall accommodate growth in Jacksonville by encouraging and facilitating new development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

The proposed rezoning to a PUD would allow for residential infill on a traditionally vacant and underutilized parcel along Greenland Chase Road. The PUD will also allow for a greater variety of dwelling options—which directly addresses the housing needs of City residents.

Recreation and Open Space Element

Policy 2.2.2

The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

As demonstrated on the attached site plan, the proposed development will provide active recreation amenities along the site's north property boundary.

Policy 2.2.5

All multiple-family developments of 100 units or more shall provide 150 square feet of active recreation area per dwelling unit. There may be one area for each 100 units, or the areas may be combined, subject to approval by the Planning and Development.

In accordance with the policy mentioned herein, the multi-family dwelling development as outlined in the Written Description, dated March 26, 2020, will provide active recreation/amenities at a ratio minimum of 150 square feet per dwelling unit.

(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?

The written description and the site plan of the intended development meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

(1) Consistency with the 2030 Comprehensive Plan

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Business Park (BP). There is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series L-5420-19A (Ordinance 2020-0286) that seeks to amend a portion of land on the property from BP to MDR. Nonetheless, Staff finds the proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, as previously evaluated in Criteria (B).

(2) Consistency with the Concurrency Mobility and Management System

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize the subject parcels for a multi-family development. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

(4) Internal compatibility

This proposed PUD is consistent with the internal compatibility factors with specific reference to the following:

The streetscape: The internal streetscape of the project contains a vertical throughway, which features approximately 46 on-street parking spaces.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The site plan indicates that the proposed development will dedicate approximately 26,000 square feet of active recreation along the north property boundary.

The use of existing and proposed landscaping: The subject site will be developed in accordance with Part 12 of the Zoning Code and Article 25 of Charter of the City of Jacksonville. The applicant has also proposed the installation of a six (6) foot high vinyl fence along the uncomplimentary buffer.

The treatment of pedestrian ways: Pursuant to the provisions outlined in Chapter 654 Code of Subdivision Regulations and the 2030 Comprehensive Plan, the proposed development will provide bicycle and pedestrian connectivity.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced using Greenland Chase Boulevard.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

The type, number and location of surrounding external uses: The proposed development is located along Greenland Chase Boulevard where single-family dwellings are the predominate use. Although being developed for multi-family use, the subject site will preserve the residential

character of the area and offer a transition in uses between the commercial uses to the north and single-family dwellings to the west and south.

Nonetheless, the adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Property Use
North	LI	IL/IBP	Commercial/Office
South	MDR	PUD 2003-0387	Single-Family Dwellings
East	MDR	RLD-60	Single-Family Dwellings
West	LDR	PUD 2003-0387	Single-Family Dwellings

(6) Intensity of Development

The proposed development will consistent with the proposed MDR functional land use category.

The availability and location of utility services and public facilities and services: The subject site will be serviced by JEA for city water and sewer—with existing water and force mains located along Greenland Road (water only) or onsite (sewer only). Additionally, in a memo provided by JEA dated June 6, 2020, the proposed project design shall meet the JEA Design Standards in effect at the time of construction plan submittal in order to accommodate approximately 32,500 gpd.

School Capacity:

Based on the Development Standards for impact assessment, the 13.61 acre proposed PUD rezoning has a development potential of 136 multi-family units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

School Impact Analysis
PUD 2020-0287
Development Potential: 136 Multi-Family Units

School Type	CSA	2019-20 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats - CSA	Available Seats - Adjacent CSA 4 & 3 (Middle 5&3)
Elementary	5	8,816	89%	23	94%	181	642
Middle	4	4,199	86%	10	85%	224	141
High	5	7,771	100%	13	98%	64	100
Total New Students				46			

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2

The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3

The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Objective 3.2

Adopted Level of Service (LOS) Standards

Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long-range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1

The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of

DCPS Five-Year Capital Facilities Plan and the City’s Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED (Rounded)	SCHOOL CAPACITY (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2019/20)	% OCCUPIED	4 YEAR PROJECTION
Greenland Pines ES #249	5	23	957	743	78%	84%
Twin Lakes Academy MS #253	4	10	1014	933	92%	92%
Atlantic Coast HS #268	5	13	2443	2373	97%	97%

- Does not include ESE & room exclusions
- Analysis based on a **maximum 136 dwelling units** – PUD 2020-0287

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject property will have direct access to the proposed development via Greenland Chase Boulevard. Moreover, the Traffic Engineer reviewed the application and has issued comments. **Staff supports the Engineer’s findings and forwards to you the following:**

- Assuming the streets will be public, angled parking must be approved by the city engineer.

The application was also forwarded to the Transportation Planning Division on June 5, 2020 for review. As of Friday, July 17, 2020, no comments have been received.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space in accordance with Section 656.420 of the Zoning Code and Policy 2.2.2 as applicable of the Recreation and Open Space Element of the 2030 Comprehensive Plan.

(8) Impact on wetlands

Review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District did not identify the presence of any wetlands or flood zones on site.

(9) Listed species regulations

No wildlife survey was required as the project is less than the 50-acre threshold.

(10) Off-street parking including loading and unloading areas.

The off-street parking standards will developed in accordance with Part 6 of the Zoning Code. However, the applicant is requesting that additional parking be provided with one (1) guest parking space for every three (3) townhome units.

(11) Sidewalks, trails, and bikeways

The project shall contain a pedestrian system that meets the 2030 Comprehensive Plan.

SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property on **July 2, 2020** by the Planning and Development Department, the Notice of Public Hearing signs **were** posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2020-0287** be **APPROVED** with the following exhibits:

- The original legal description dated March 30, 2020**
- The original written description dated March 26, 2020**
- The original site plan dated March 25, 2020**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2020-0287** be **APPROVED**.

Figure A:



Source: Planning & Development Dept, 5/4/20

Aerial view of the subject site and parcel, facing north.

Figure B:



Source: Planning & Development Dept, 7/2/20

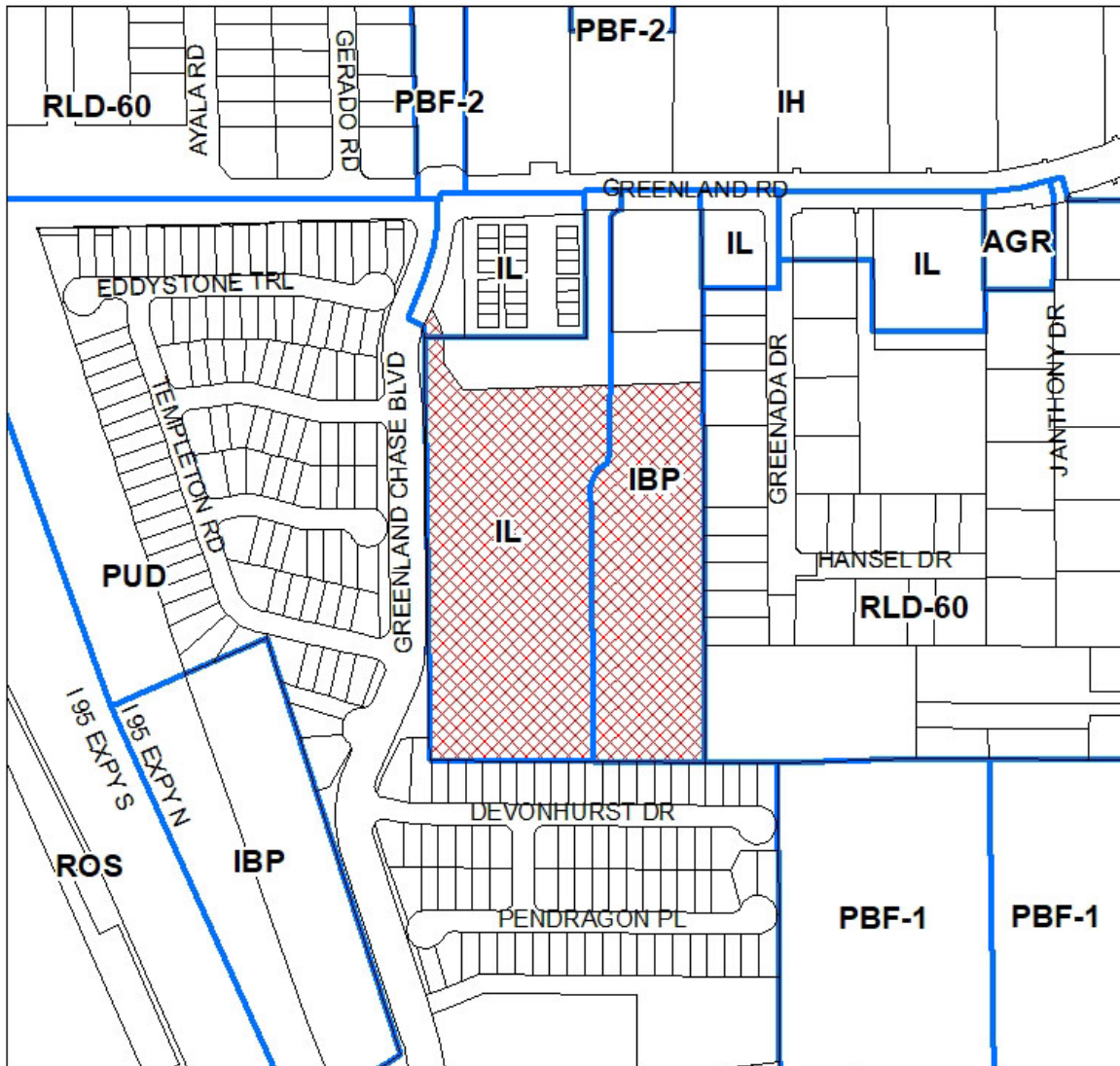
View of the subject property facing south.

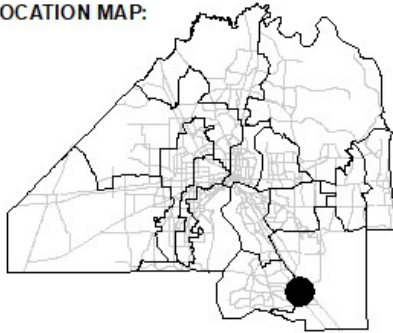
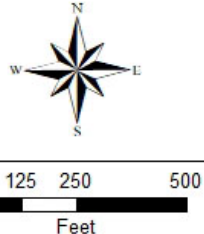
Figure C:



Source: Planning & Development Dept, 7/2/20

View of Greenland Chase Boulevard and the subject property facing east.



<p>REQUEST SOUGHT:</p> <p>FROM: IBP & IL</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT:</p> <p>11</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2020-0287</p>	<p>TRACKING NUMBER</p> <p>T-2020-2821</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>